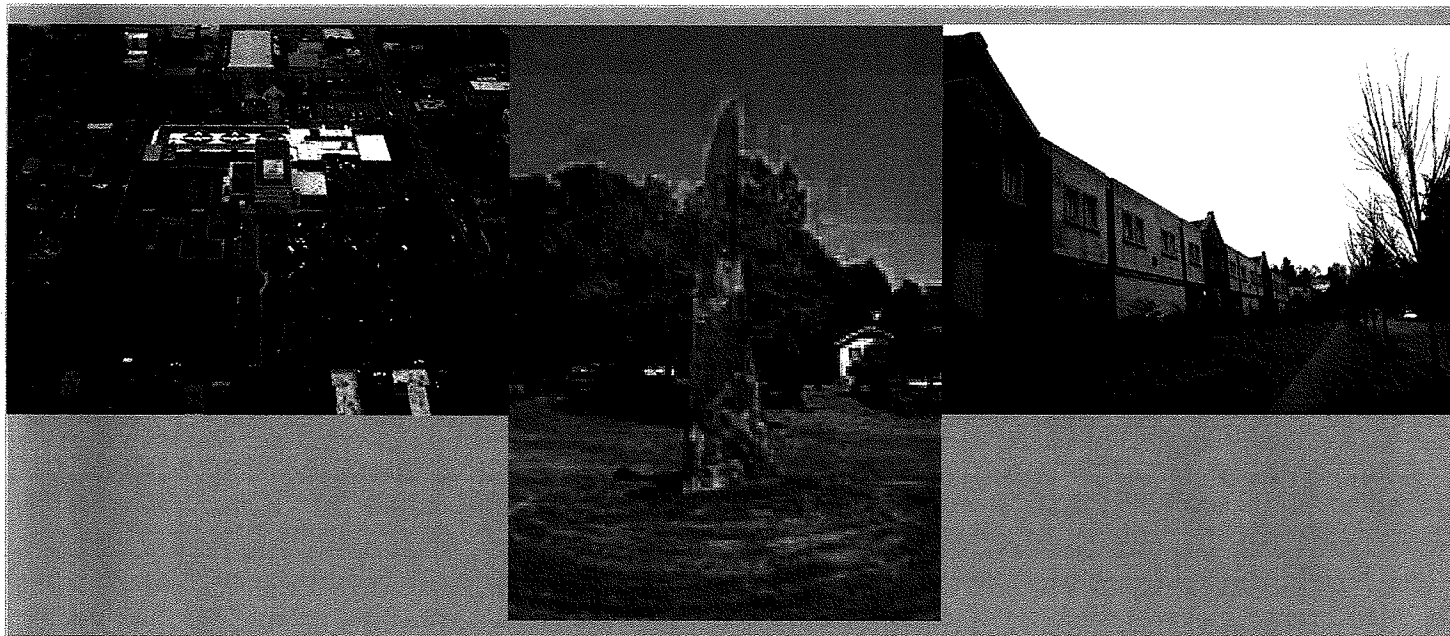

King County Youth Services Center

Site Master Plan Report



Prepared for King County



December 2005



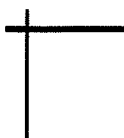
PREFACE

The King County Youth Services Center Site Master Plan came into being through the combined efforts of community visioning and an emerging vision being developed by the King County Superior Court. The Youth Services Center Site has been recognized as having great potential to stimulate future development in this portion of the Central District, similar to the stimulus provided by Seattle University to the north. Historically, neighborhood visioning was articulated in the 12th Avenue Development Plan of 1992, which calls for the future development along 12th Avenue as pedestrian oriented mixed-use. Community visioning that has taken place as part of this plan has reinforced this original community vision.

Initial community impetus for creating a site master plan for the Youth Services Center site was triggered by community interest in preserving open space at the northwest quadrant of the site. The initial thrust of the project was to explore the feasibility of locating 64 units of "work force housing" on the north portion of the site. These 64 units of workforce housing would have replaced units planned for demolition as a part of phased expansion efforts at Harborview Medical Center.

During the first phase planning process it was determined that the Harborview Workforce Housing would not be placed on the site. However, master planning efforts moved forward to explore a range of development opportunities for future expansion and/or new development on-site and to analyze, at a planning level, the potential impacts additional build-out would have on the provision of services, adjacent neighborhood / community compatibility, traffic and circulation, infrastructure, and regulatory considerations.

At the conclusion of Phase One of the Master Planning, at a March 2003 community meeting, a range of alternatives was analyzed and an overall framework for future development was suggested. Action steps were provided to include a market and feasibility analysis as the first action step.



In June 2004, the community requested that King County continue the Master Plan analysis with the suggested early action items of the market and feasibility analysis. Based on this request, King County contracted with Arai Jackson Ellison Murakami, LLP to continue the study including a market and feasibility analysis for the Master Plan.

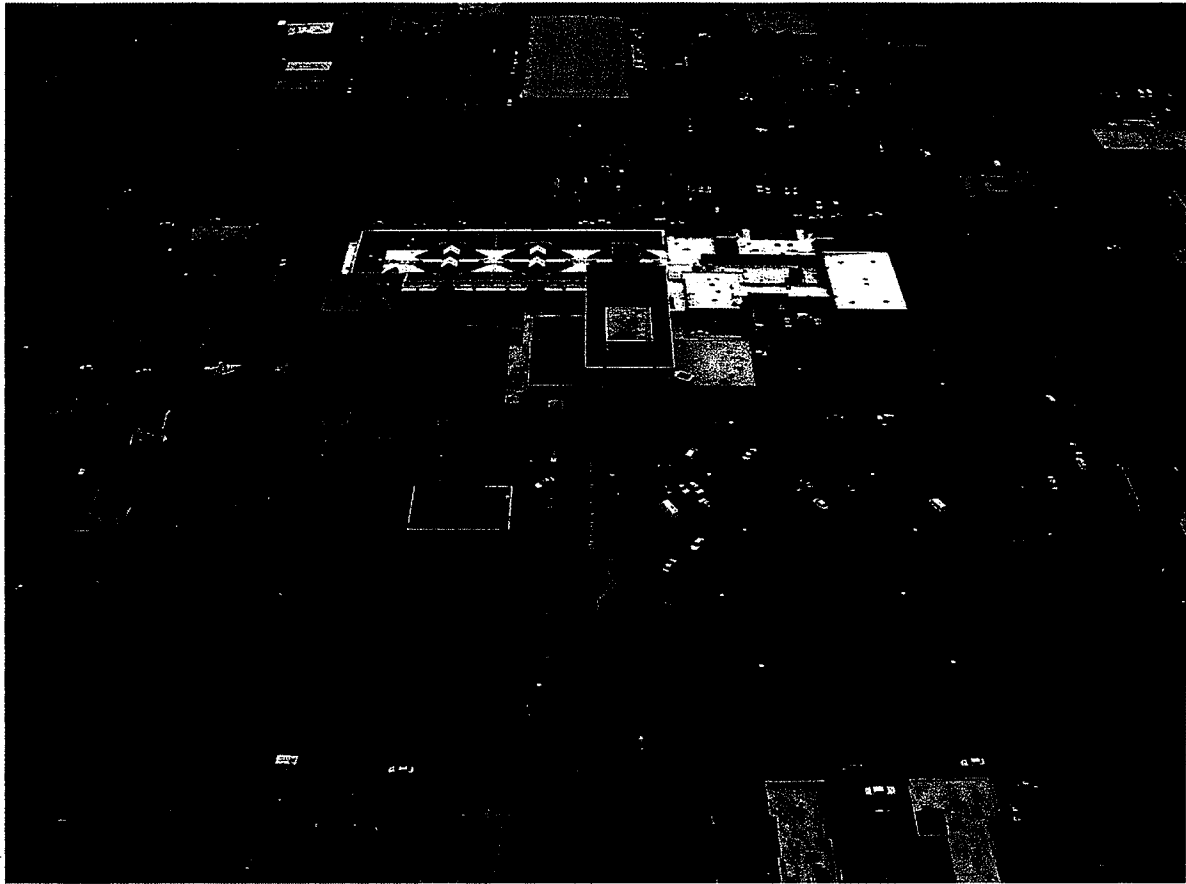
Since the completion of Phase One of the Master Planning process and through the evolution of the current work, two critical issues regarding the existing function of the Youth Services Center site have surfaced:

1. A study of the maintenance schedule for on-site buildings has indicated that the cost to maintain the Alder Tower is substantial. It has been indicated that the function of the space within the building may not be of high enough value to offset the cost of continued maintenance nor of high enough value to warrant renovation. Replacement of the tower may be the highest and best solution.
2. Superior Court is conducting an operational master plan to review the operations and potential facilities needs for the court's juvenile, family law and supporting therapeutic courts. This court master plan will address the likely future location and distribution of juvenile court services including the level of court services that will remain on the Central District site in the long term.

In order to best provide useful information to the efforts underway by the Superior Court study, this second phase of the study focuses on providing a market analysis and a site capacity study in lieu of the feasibility analysis to test the boundaries of the extent of potential site uses. It is expected that this Master Plan update and market analysis will provide baseline information for the Youth Services Center site for the system-wide court operational master plan.

TABLE OF CONTENTS

INTRODUCTION	1
STATEMENT OF PURPOSE	4
APPROACH	5
PART 1: THE SITE	7
1.1 Project Location & Community Context	7
1.2 Existing Conditions	10
1.3 Code and Regulatory Considerations	12
1.4 Site Analysis	17
1.5 General Opportunities and Constraints	22
PART 2: THE MASTER PLAN PROCESS	23
2.1 Public Involvement	23
2.2 User Involvement	24
2.3 The Steering Committee	25
PART 3: THE MASTER PLAN FRAMEWORK	27
3.1 Plan Priorities	28
3.2 King County Space Needs	29
3.3 Other Considerations	30
PART 4: THE MASTER PLAN ALTERNATIVES	31
4.1 Four Concepts	31
4.2 Goals and Objectives of the Preferred Alternative	33
4.3 Potential Development Options	36
PART 5: MARKET ANALYSIS	39
5.1 Apartment	39
5.2 Retail & Office	44
PART 6: CAPACITY ANALYSIS	47
6.1 Development Parameters	47
6.2 Development Options	48
6.3 Conclusions	50
6.4 Mixed Use Comparables	51
PART 7: NEXT STEPS	55





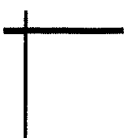
INTRODUCTION

The King County Youth Service Center has long served as King County's only juvenile justice center. It co-locates juvenile detention facilities, juvenile courts and related functions on an approximately 10-acre site located on the southwestern edge of Seattle's Central District. The surrounding Squire Park Neighborhood context is characterized by single family housing to the east and mid-rise multifamily housing to the west. Areas to the north and south of the site are transitioning to a mix of single and multifamily development. The broader context includes major institutions just to the north, west, and east.

The site is seen both by King County and the surrounding community as an opportune site to absorb changing and growing county facility needs and as a potential development site to serve as an impetus to spur development in the immediate area. The south portion of the site is built out with the Youth Detention Facility, Alder Tower, and the Alder Wing. Of these, only the Youth Detention Facility constructed in 1952 and re-built in 1989, will likely remain in the long term.

The north portion of the site is comprised of a large surface parking lot, a picnic area, and the "Spirit of Our Youth" sculpture and related open space. Along with the parking area just to the west of the Alder Tower, this portion of the site has the greatest potential to accommodate current and future programmatic needs of the County. These range from replacement space for Alder Tower and Alder Wing functions, to needs currently being identified as a part of the Superior Court Operational Master Plan (OMP). The OMP is looking at a unified family court concept to consolidate currently dispersed family court services.

In anticipation of future development, the northwest quadrant of the site was rezoned by the city to a more intensive zone, NC3-65, during phase one of the Master Plan study. The southwest quadrant was also recommended by the Master Plan to be similarly rezoned and should be pursued under next steps.



According to the City of Seattle's Comprehensive Plan, the site is located within the First Hill/Capitol Hill Urban Center, and more specifically within the 12th Avenue Urban Center Village. Future development on the site could contribute to neighborhood planning efforts underway to transition 12th Avenue to a pedestrian friendly, urban environment, continuing new development patterns seen further north along 12th Avenue. In general, the site offers an excellent location in relation to downtown, area for mixed use development and a clearly identifiable park-like open space. Future development of the site needs to resolve topographic and drainage issues, establish a careful scale relationship to the existing Squire Park neighborhood and upgrade the civic presence of the Youth Services Center complex.

During the development of the Master Plan, the process worked through three channels. An extensive public involvement process reached out to the community through workshops and open houses. Regularly scheduled meetings with facility users and charrettes and interviews with Superior Court judges enabled hands-on contributions from policy makers. Finally, an Advisory Steering Committee, made up of King County managers, site users, adjacent major institutions representatives, and community members provided on-going overview of the planning as it developed.

The Master Plan Framework spells out the essential elements of the study. Plan Priorities include King County's goals of highest and best development of the site and minimal impact on current operations and financial viability. The community's goals include compatible economic development, preservation of open space and an enhanced relationship between Youth Services Center operations and community activities.

Initially, four Master Plan Alternatives were developed to explore the opportunities and constraints of the site and program. Major variables included renovating or replacing Alder Tower, varying amounts of structured parking, and alternate access and circulation options. From these a potential development approach emerged. This approach includes potential renovation of Alder Tower or its replacement to the west of the

present tower, along 12th Avenue; a mixed-use development on the northwest quadrant of the site; preservation and enhancement of open space on the northeast quadrant; and area for King County Youth Services functions to be developed along 14th Avenue to the east of the present Alder Tower.

In support of the potential mixed uses on the site, one formal and two informal market analyses were conducted. Dupre + Scott project that in the next few years, due to changes in the economy, there will be increases in the demand for apartments. Increased demand could strengthen the economic feasibility of developing housing (and related structured parking) on the site. The proximity of the site to downtown will also enhance the feasibility of developing housing. Responses to a retail survey indicate a strong desire for uses that will enhance street life, particularly along 12th Avenue, as well as uses that will maintain and increase the unique qualities of the neighborhood. An initial survey of office space demand is too preliminary to offer conclusions; but it may be that the Youth Services Center (YSC) itself, as well as YSC related support services, will create a demand for office space in close proximity to YSC functions. It will be easier to assess this demand once the Operations Master Plan has been completed.

A site capacity analysis was conducted to establish the approximate boundaries within which potential future development of the site can occur. The site is 373,896 square feet which creates a large capacity for development. Developing the site at its maximum capacity is highly unlikely as it is undesirable from a planning, design and feasibility perspective. Therefore, several other configurations were analyzed primarily as a way to illustrate development possibilities. Until the OMP is complete no development direction will be taken.

Next steps for the Youth Services Site Master Plan include; continued exploration by King County for development of a mixed-use facility on the site, development of an institutional long-range capital improvement plan for the site, on-going stakeholder involvement in the planning process, and the completion of the Superior Court Operational Master Plan.



STATEMENT OF PURPOSE

The purpose of this King County Youth Services Center Master Plan update is to combine findings from the first and second phases of the study into one document.

The purpose of the initial King County Youth Services Center Master Plan was to:

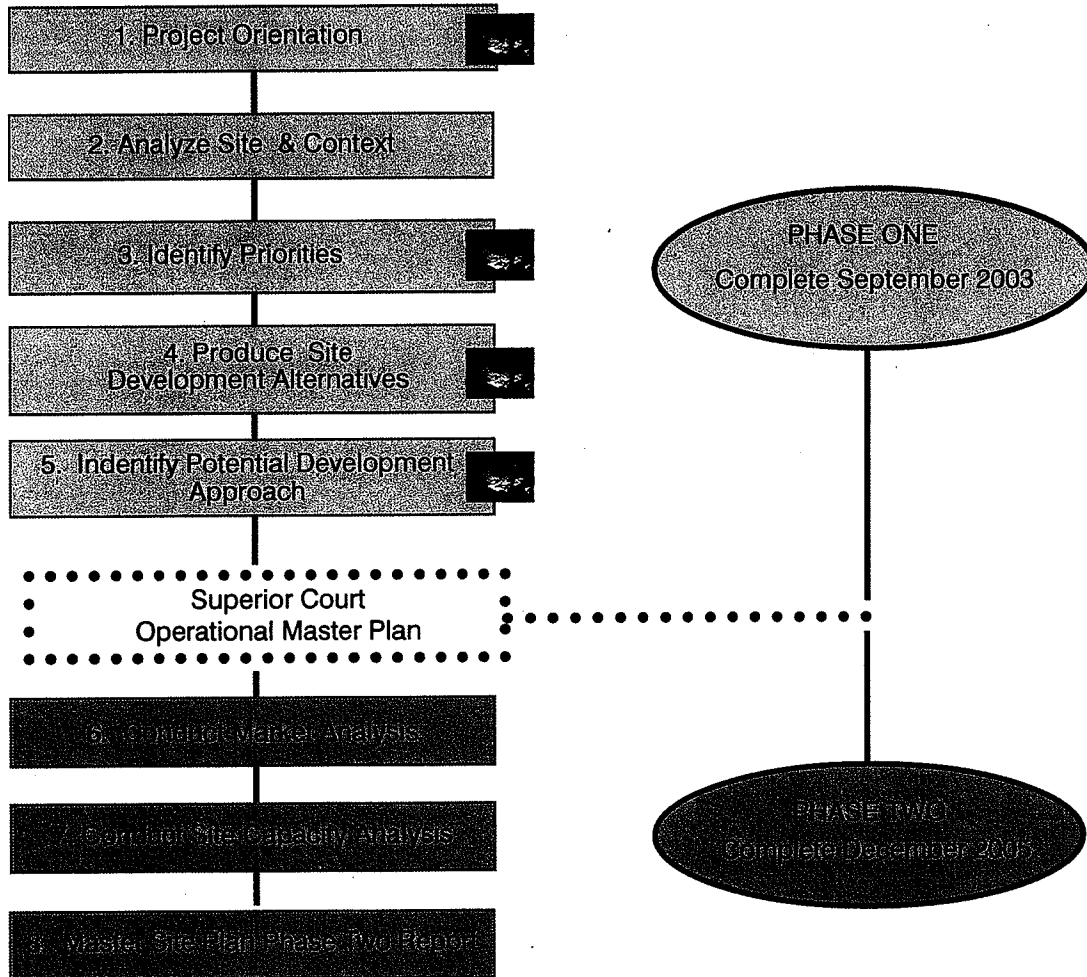
- Provide a 20-year blueprint for future development of the site coordinated with both the project objectives of King County and the community in order to present cohesive options;
- Establish both King County and community priorities for future actions and improvements;
- Engage the site users and the community ensuring feedback, observations, and concerns are incorporated in the development of the plan;
- Identify regulatory, parking, traffic, circulation, and site infrastructure requirements and impacts and mitigation to minimize significant impacts; and
- Investigate a range of uses on the site through the development of alternative master plans, and synthesize a preferred Master Plan.

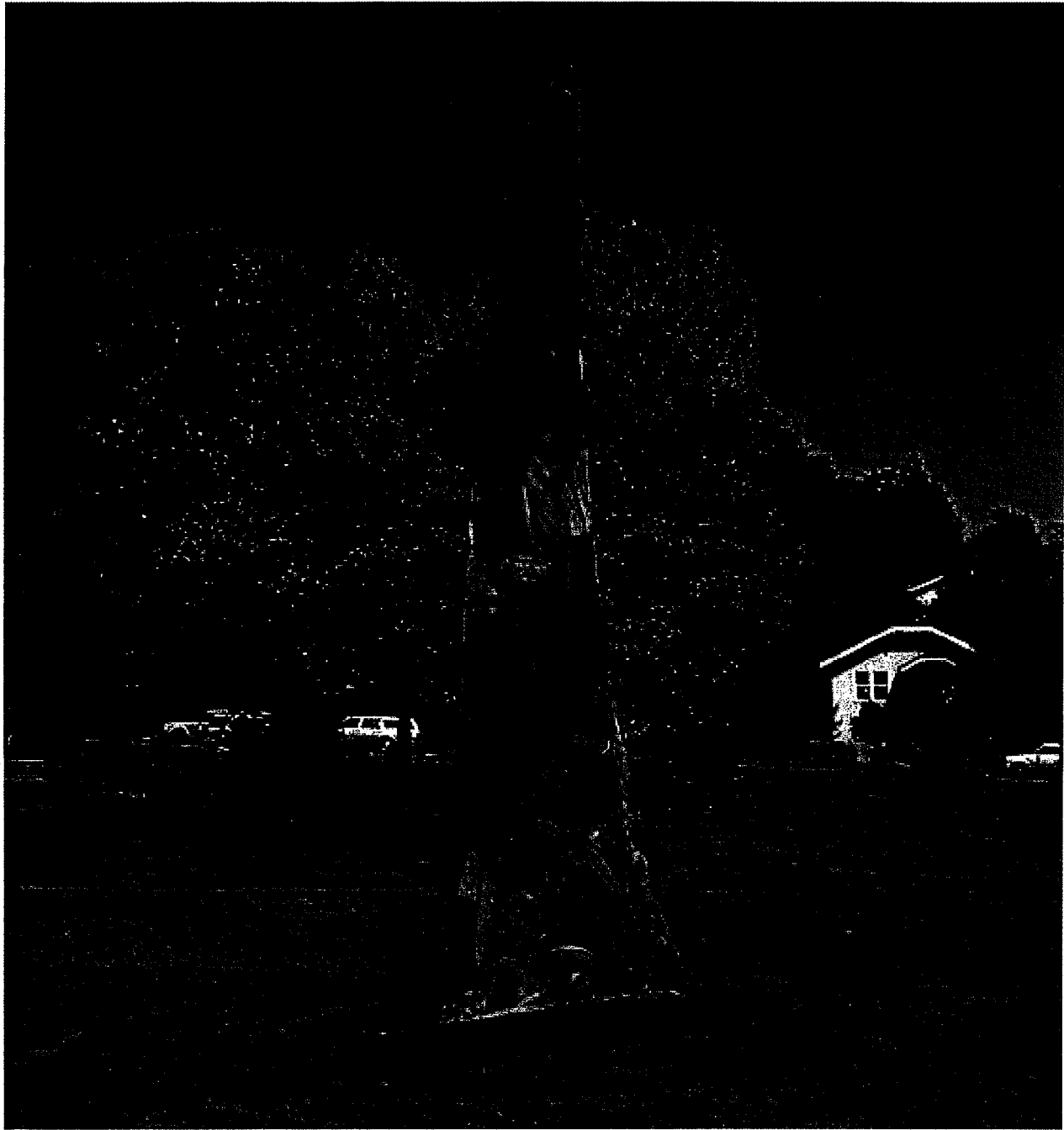
The purpose of this second phase or Master Plan update is to:

- Conduct a Market Analysis for rental housing, retail, and office uses on the site in order to understand the demand in the neighborhood for each component;
- Administer a Capacity Analysis that evaluates hypothetical development models with varying urban design, location of potential future buildings, traffic impacts, and considers infrastructure and regulatory constraints;
- Incorporate and consider appropriate information relative to the current Superior Court Operational Master Plan and potential Facility Master Plan; and

APPROACH

MAJOR TASKS





PART 1: THE SITE

1.1 Project Location & Community Context

In the City of Seattle's Comprehensive Plan, the project site is located within the First Hill/Capitol Hill Urban Center, and more specifically within the 12th Avenue Urban Center Village. From a neighborhood perspective, the project site is located in Seattle's Central District and specifically within the Squire Park neighborhood (see Figure 1).

The site is bounded by 12th Avenue to the west, 14th Avenue to the east, Remington Court to the north, and Spruce Street to the south. The approximately 10-acre site is owned and operated by King County as a Youth Services Center, housing the County's juvenile detention facility and juvenile court services.

Until the 1950's the site was comprised primarily of five City blocks and the development pattern was small lot, single family residential. The city blocks and parcels were consolidated to enable construction of the original King County Youth Detention Facility in 1951. Throughout the 1950's and 1960's the blocks were assembled in one large block and over the years the Youth Detention Facility was constructed (see Figure 2).

Historically, the entire area surrounding the KCYSC site and the site itself consisted of single-family residences and medium density apartments. Over time the zoning changed to allow

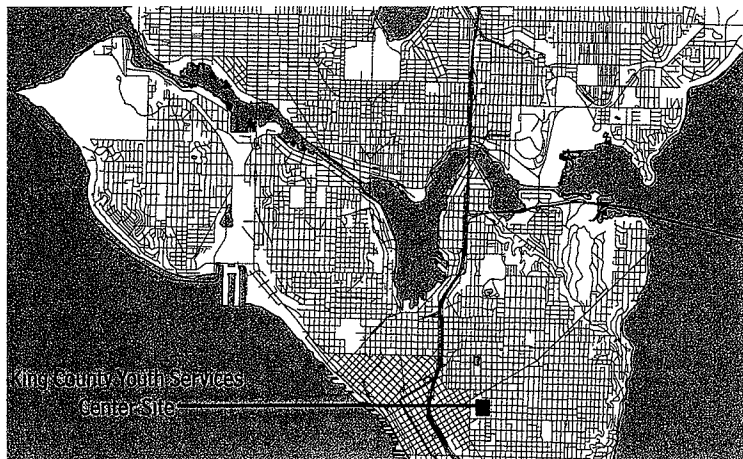


Figure 1. Vicinity Map



Figure 3. Seattle University Gateway - playfields north of site

increased densities. Many of the site changes are due to Zoning/ Comprehensive Plan amendments designed to implement Growth Management requirements. As a result, the neighborhood has experienced significant changes over the past ten years, including:

- Overall increase in neighborhood density
- Growing density in the 12th Ave Urban Village
 - 2000 census figures indicate an increase in density from 18 to 35 average persons per acre
 - Only small area remaining with SF5000 (5,000 square foot lot single-family housing) zoning
 - No correlating growth in public open space
- 12th Ave Redevelopment
 - Increased commercial redevelopment
 - Pedestrian oriented sidewalk and street treatments

Currently the neighborhood is typified by a mix of single-family and multi-family development and the presence of major institutions (see Figure 4).

Major Institutions

There are several major institutions in the immediate vicinity of the KCYSC site. These are Seattle University directly to the north and northwest (see Figure 3), Providence Hospital to the north and northeast, and Harborview Medical Center to the west. Each Major Institution is defined in the zoning code as a Major Institution Overlay (MIO) and is required to plan for its future growth through creation of a Major Institutions Master Plan (MIMP). Each MIMP addresses expansion needs, which may impact adjacent neighborhoods.

Figure 2. Transition in City Form and Scale

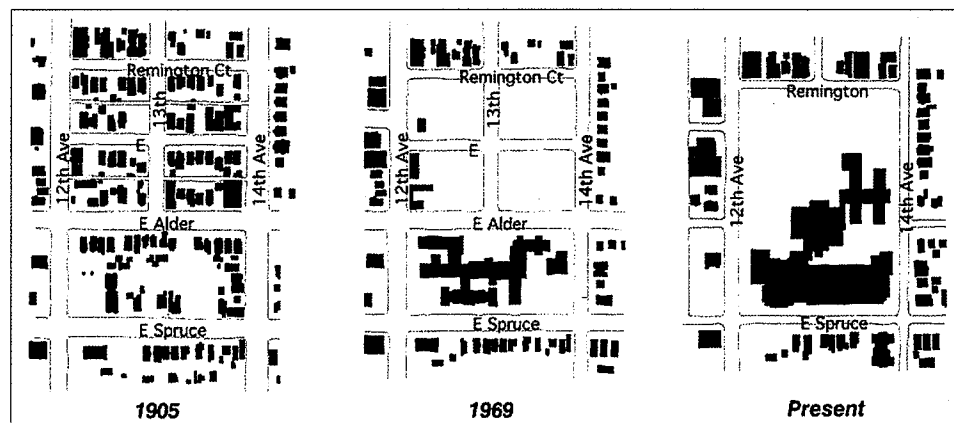
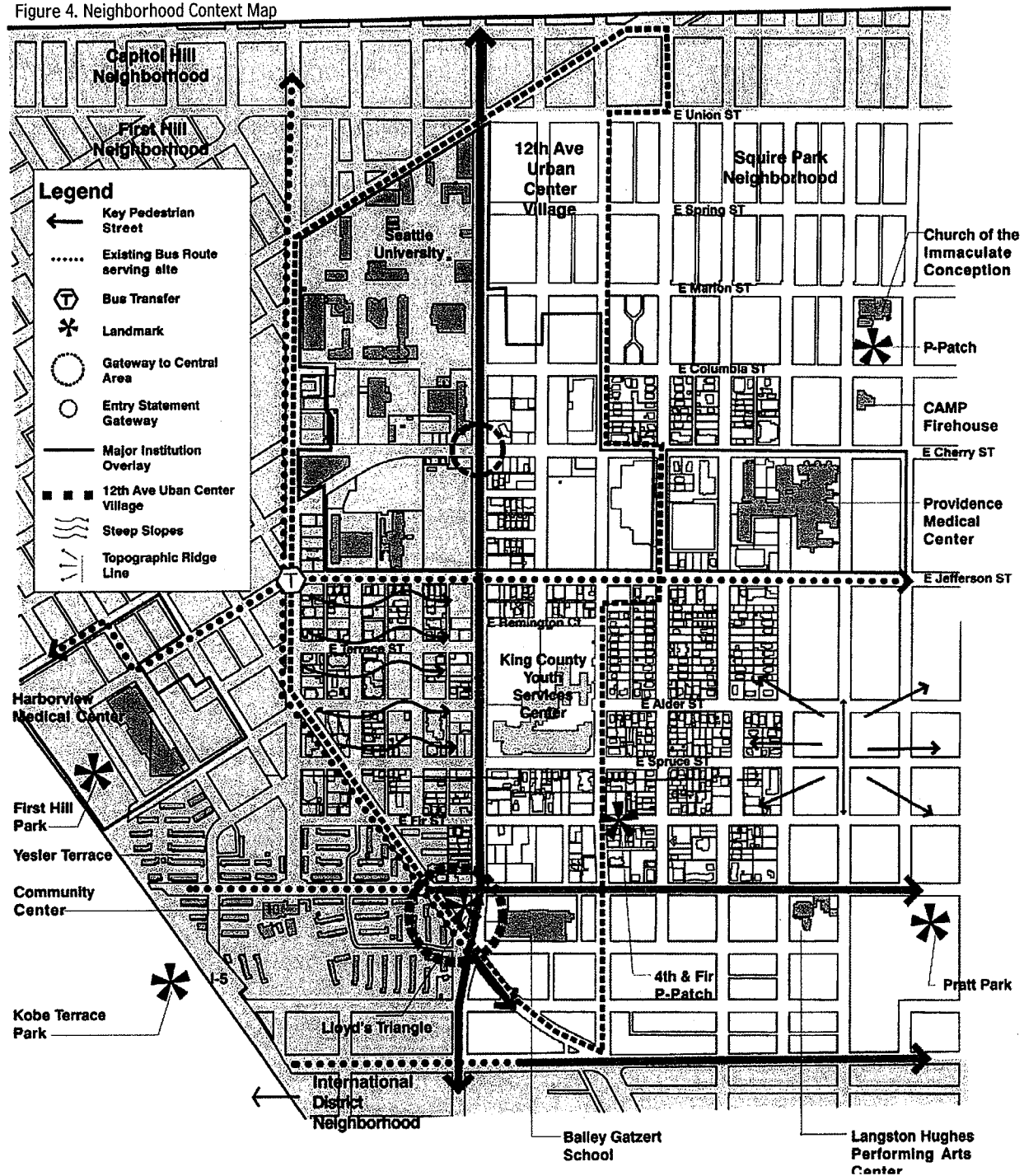


Figure 4. Neighborhood Context Map



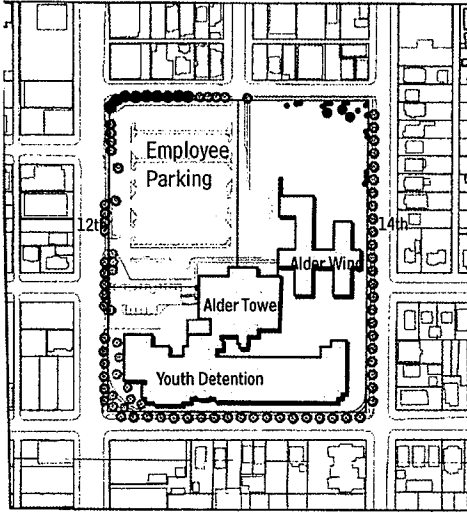


Figure 5. King County Youth Services Center Site

1.2 Existing Conditions

Current Site Use and Function

Three buildings currently occupy the southern portion of the site: the Youth Detention Facility, Alder Tower, and Alder Wing (see Figure 5). These buildings house the youth detention facility, youth detention administrative and support spaces, juvenile courts, court administrative and support spaces, and facilities management support areas. The northern portion of the site is comprised of a surface parking lot for employees and visitors, a picnic area, and the "Spirit of Our Youth" sculpture and related open space in the northeast corner of the site. Figure Seven identifies existing site uses.

Although the southern portion of the site is built out, the northwest portion of the site (along 12th Avenue) is currently under utilized as a surface parking lot. This portion of the site has the potential to be used by King County to meet future programmatic needs.

Existing On-Site Buildings and Uses:

Alder Tower

The Alder Tower was first constructed in 1972 and was most recently renovated in 1998. The Alder Tower currently houses:

- District Superior Court (courtrooms and administration)
- Clerk's Office
- Prosecuting Attorney
- Attorney General
- Public Defense
- Juvenile Detention Administration and Support
- Meeting spaces

Alder Wing

Alder Wing was constructed in 1951 and substantially renovated in 1972 with a series of smaller renovations - the most recent in 2003. The Wing currently houses:

- "Alder Academy," an alternative school for at risk middle and high school students run by Seattle Public Schools
- Adult Juvenile Detention Staff
- Juvenile Court offices
- Alder Gym, which is used by staff for meetings, Alder Academy, and exercise classes
- Records storage

Youth Detention Facility

The Youth Detention Facility was first constructed in 1952 and was rebuilt in 1989 (see Figure 6). The Youth Detention Facility was constructed to house 160 overnight detainees. Currently the facility has been operating under capacity, filling an average of 110 beds. The Youth Detention Facility currently houses youth in short term custody and youth detention facility support services

Open Space Areas

The site, aside from parking areas, includes several features:

- "Spirit of Our Youth" open space, which includes a whale fin sculpture and sculpted land forms
- Picnic area including four square tables
- Site perimeter landscaped setbacks
- Bike lockers

Surface Parking Lot Areas

The site contains several distinct parking areas:

- Gated employee parking
- Visitor parking
- ADA parking and turn around
- Sallyport, loading dock and related county parking



Figure 6. Youth Detention Facility, Spruce Street Frontage

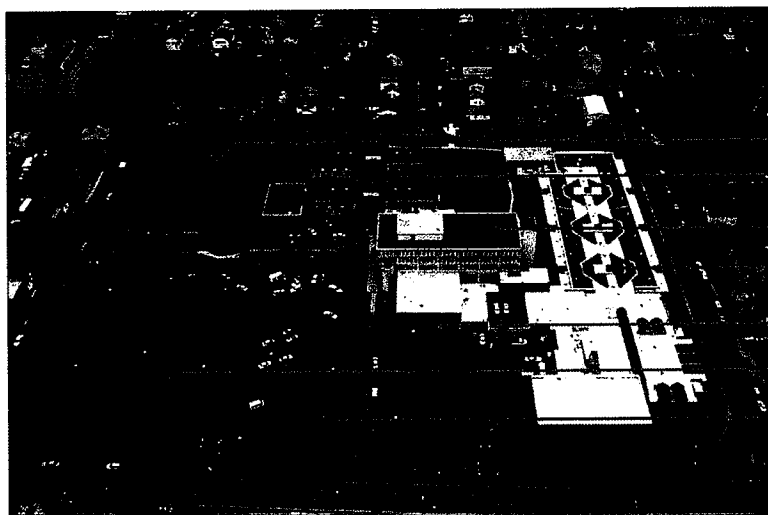


Figure 7. Existing Site Uses

1.3 Code and Regulatory Considerations

This section provides a summary of adopted code and regulatory policies that may apply to potential development at the King County Youth Services Center site.

The following adopted codes and regulations were reviewed for applicability:

- City of Seattle Comprehensive Plan
- Central Area Action Plan (1998)
- 12th Avenue Development Plan (1992)
- Design Review: Guidelines for Multifamily & Commercial Buildings
- City of Seattle Zoning Code



Figure 8. New mixed-use development on 12th Avenue near Seattle University (at Columbia Ave.)

Plans

City of Seattle Comprehensive Plan

The City of Seattle Comprehensive Plan, *Toward a Sustainable Seattle*, adopted in 1994 is a tool for protecting Seattle's unique and vital communities by concentrating growth in designated areas. One component of the Comprehensive Plan directs 45 percent of all 20-year city-wide residential growth and 65 percent of all 20-year city-wide employment growth to be located in urban centers. These urban centers contain sub-areas called urban center villages, which are areas of the city "intended to be the densest areas with the widest range of land uses." The KCYSC site is located within the First Hill/Capitol Hill Urban Center and the Capitol Hill Village. Therefore, the site is located within an area that is targeted for increased density.

Another key element of the Comprehensive Planning process is the encouragement of residents and the community to be involved in neighborhood planning. The community surrounding the site worked together to develop 20 year strategies to guide growth within the neighborhood. These strategies were incorporated into the Central Area Action Plan.

Central Area Action Plan (CAAP)

The Central Area Action Plan (CAAP) identifies targets for population, housing, and job growth and addresses issues such as land use, transportation, economic development, housing, and open space. The CAAP describes the neighborhood surrounding 12th Avenue as a thriving mixed-use residential and commercial area set near the intersection of several diverse neighborhoods, and major economic and institutional centers. The success of the 12th Avenue community hinges upon establishing the street as a "boulevard" friendly to pedestrians and bicyclists, yet still accommodating to motorists and transit riders. The vision for the corridor, foresees a strong and vital local retail and service economy; bordered by attractive, three-to-five story buildings and a mix of lively uses at the street level (see Figures 8 & 9).

Specific to 12th Avenue, the CAAP emphasizes the following goals:

- Develop 12th Avenue between Jackson and Madison as pedestrian friendly "Main Street" with a thriving mixed use residential and commercial area
- Encourage development that fosters a sense of community
- Encourage increased housing density
- Encourage minority and locally owned businesses to grow and expand
- Create / encourage a viable business base to attract investment in the neighborhood
- Increase home ownership rates by introducing innovative programs and a mix of housing types
- Recognize the Central Area's heritage
- Create a sense of identity, establish pride of place, and enhance the overall image of the Central Area through community-based public improvements
- Provide access to alternate modes of transportation

12th Avenue Development Plan

The 12th Avenue Development Plan was adopted in 1992 prior to the completion of the CAAP. The goals of this previous plan were considered and incorporated into the CAAP.

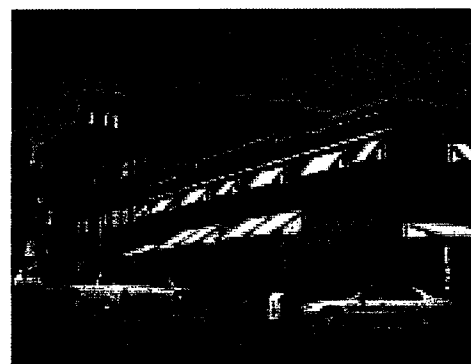


Figure 9. Adjacent neighborhood retail

Guidelines

Mixed Use Design Guidelines for Multifamily and Commercial Buildings

The City of Seattle updated the design review process for multifamily and commercial buildings in 1998. The primary goal of these design guidelines is to describe ways that new development can be compatible with the existing surroundings. The guidelines state that good design cannot be evaluated within an individual building, but must be considered in the context of its surroundings. Many of the guidelines suggest using the existing context to determine appropriate solutions for new development. In cases where the existing context isn't defined or isn't desirable new developments can establish a new desirable identity for the area.

Another important aspect of the design review process includes discussing the site design with the public and the Design Review Board (DRB) early in the project in order to identify and address concerns of the community regarding the new development (see Figure 10). Design elements to be evaluated through the design review process include site planning, height, bulk and scale, architectural elements, pedestrian environment, and landscaping.

Zoning Context

The area to the east of the site is generally zoned L1 (low-rise), L3 and SF (single-family) 5000. The area to the west of 12 Avenue is zoned NC3-65 (neighborhood commercial) and MR (multifamily residential). There are several major institutions in the vicinity of the site—Seattle University directly north and northwest, Providence Hospital to the northeast, and Harborview Medical Center to the west. These institutions fit within a variety of zoning classifications and are also regulated by respective Major Institutional Overlay's (MOI).



Figure 10. First Hill neighborhood (view looking west from site)

Northwest Parcel Zoning

The northwest quadrant of the site (± 3 acres) was rezoned to NC3-65 with a P1 (pedestrian) Overlay during the first phase of this study. The maximum height allowance of a NC3-65 zone is 65 feet which allows 5 to 6 stories. The P1 Overlay requires the following elements: ground floor street uses be limited to retail sales/services and customer service office uses, pedestrian interest and activity at the street level, and a continuous building line.

East and South Parcel Zoning

The remainder of the site (± 7 acres) is currently zoned L-3, which allows for multifamily housing at a height of 30 feet and a density of one dwelling unit per 800 square feet.

Permitted uses for both zoning designations are noted in the table on the following page (see Figure 12).

Rezone

In order to accommodate the proposed mixed-use development in Phase One, the northwest parcel was administratively rezoned by the City of Seattle to NC3-65. Due in part to a tight time frame brought about by the then impending Harborview Replacement Housing, the administrative rezone addressed only the northwest parcel. In order to support the vision of the 12th Avenue Development Plan, the southwest portion of the site along 12th Avenue should be rezoned to allow for pedestrian oriented, higher density use (see Figure 11). Currently, the Alder Tower is considered to be a nonconforming use and major upgrades or replacement at the same location will require a new conditional use permit.

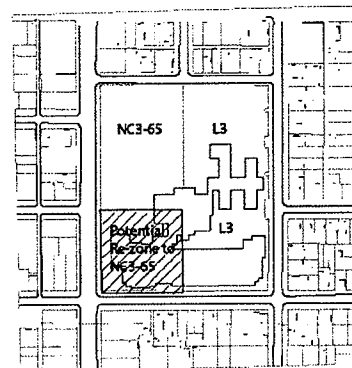


Figure 11. Rezone diagram

Allowable Uses	
L3 (existing zoning)	NC3-65/P-1 Overlay (proposed along 12th Ave)
<p>Single Family Multi-family (Apts, Condos, Townhouses) Elderly, low income housing Open Space</p>	<p>Ground Floor uses Retail (shopping and services) Offices (Customer Services) Restaurants Entertainment Uses (i.e. Theater)</p>
	<p>Other Allowable uses All Residential uses allowed in L3 Offices Hotels (including Bed & Breakfasts) Museum Community Center School Open Space</p>
<p>1 dwelling unit (du) per a minimum 800 sf lot area. For low-income housing: 1 du/550 sf lot area. Townhouses: 50% All other structures: 45%</p>	<p>No requirement for mixed-use. If residential use only: 1 du/800 sf lot area. No requirement</p>
<p>30' - 35' if pitched roof Front: 5' Rear: 15' Side: 5'</p>	<p>65' Side and Rear: 0' on the ground floor. Side setback: 10' on upper levels. Rear setback: 15' on upper levels. Parking setback: 5' all sides.</p>
<p>Apartments: min 25% of lot area, 1/3 of which can be in above ground decks, etc.</p>	<p>20% of structure's residential gross floor area must be usable open space. Space may include above ground balconies and decks.</p>
<p><u>Multi-family Residential</u> 2-10 units = 1.1 spaces/unit 11-30 units = 1.15 spaces/unit 31-60 units = 1.2 spaces/unit > 60 units = 1.25 spaces/unit</p>	<p><u>Multi-family Residential</u> 2-10 units = 1.1 spaces/unit 11-30 units = 1.15 spaces/unit 31-60 units = 1.2 spaces/unit > 60 units = 1.25 spaces/unit Retail and customer service oriented Offices: 1 space/350 sf Offices (admin): 1 space/1,000 sf Restaurant: 1 space/200 sf Restaurant (Fast Food): 1 space/100 sf Hotels (including Bed & Breakfasts): 1 space/4 rooms Entertainment Uses (Theater): 1 space/8 seats or 1 space/100 sf Museum: 1 space/10 seats or 1 space/80 sf Community Center: 1 space/8 seats or 1 space/80 sf School: 1 space/8 seats or 1 space/80 sf Open Space: No requirement</p>
	<p>Mix of Office/Residential: 50% reduction of required residential parking. Retail/Residential: 30% reduction of required residential parking.</p>

Figure 12. Allowable Uses

1.4 Site Analysis

Transportation

The parking, traffic, and circulation review analyzed existing parking supply, major access points, trip distribution, local bus routes, and major streets and arterials in the immediate vicinity.

Parking

There are a total of 279 parking stalls currently on site: 173 employee, 68 visitor, 22 restricted (County vehicles), 4 unrestricted, and 12 ADA accessible stalls (see Figure 13). Particularly important is that although the existing parking supply meets City of Seattle code requirements, during peak periods it often does not satisfy demand, resulting in off-site parking on adjacent residential streets. Other factors to consider include:

- King County is currently considering charging for staff parking as a component of an updated commute Trip Reduction program for the site
- Parking during construction phases would be extremely limited and may require construction of a temporary lot off of 14th Avenue or temporarily leasing a parking lot in the nearby vicinity



Figure 13. Employee parking

Site Access

There are a total of five driveways accessing the KCYSC site. Three primary site driveways access 12th Avenue and Remington Court: two on 12th Avenue and one on Remington Court. Primary public access for visitors of the KCYSC is located on 12th Avenue north of Spruce Street. Secondary project site driveways onto 12th Avenue and on Remington Court are restricted for employees/staff only with card key access. The two minor site driveways accessing 14th Avenue are both unrestricted, serving employee/staff only. All project site driveways have two-way access.

Traffic Volumes

The highest traffic volumes occur at the evening peak hour in visitor parking. Figure 14 shows 2002 p.m. peak hour traffic volumes in the site vicinity. Peak hour turning movements counts were obtained for the City of Seattle. In addition, the consultant conducted a p.m. peak hour turning movement count at the 14th Avenue and Cherry Street intersection and at all site driveway locations in October 2002.

Circulation

Vehicular circulation occurs within the existing surface parking lot and is currently restricted due to barriers between employee and visitor parking. The east-west circulation through the site is currently constrained by a steep grade change between the parking lot and the Alder Wing.

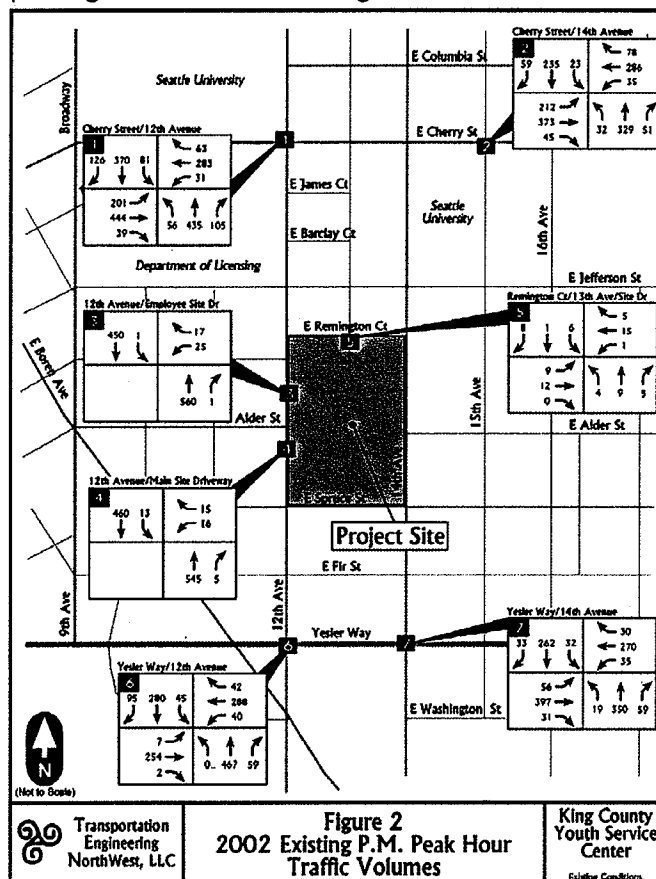


Figure 14. Traffic Volumes

Public Transportation

The following bus routes provide service in the vicinity of the project site:

- 3, 4 stops on Jefferson Street
- 9, 60 stops on Broadway
- 941, 942, 943 stop on Jefferson St at 12th and 14th Avenues
- 27 stops at Yesler Way at 12th and 14th Avenues

Metro bus service plans currently indicate that no new bus routes are planned in the vicinity of the site. Future bus improvements in the area focus on efficiencies in existing services by improving frequency and span of service on core routes. Core routes near the site targeted for improved services include: Routes 3/4 (Jefferson/James) & 60 (Broadway). Under the current METRO Six-Year Transit Development Plan, 12th Avenue bus service is unlikely over the next 6 years.

Buffer / Transition / Edge Conditions

The nature of the use of the King County Youth Services Center creates an internally focused environment in which security is of prime concern. The design emphasis is placed on keeping people in, which tends to create an unwelcoming pedestrian environment. There is a strong separation between on-site and off-site activities, which results in a neighborhood feeling that the facility is not compatible with adjacent land uses. For these reasons some members of the community feel the KCYSC is not the best neighbor.

The separation between uses on the King County YSC site and neighboring uses is articulated through the physical environment along the edges of the site in the following ways:

Northwest

- Strong separation between site and adjacencies
- Blocked views into site created by ivy covered chain link fence and mature evergreen trees create safety concerns
- Tightly enclosed space created by sidewalk abutting row of parked cars on one side and fence on other (see Figure 15).



Figure 15. Northwest corner edge condition - Remington Court looking west toward 12th Ave

Northeast

- Blocked views into site create safety concerns
- Overgrown Laurel shrubs provide a visual buffer from the street into the open space such that the "Spirit of Our Youth" sculpture is not easily viewed or appreciated from the street

Southeast

- Steep grade separation of approximately 5' creates a barrier to circulation from the sidewalk level into the site

North and west parking lot entries

- Limited access by public to on-site parking
- One public vehicular entry from 12th Ave to access a portion of the parking lot
- Remaining lot entries are gated

Topography

The site sits in a valley between Broadway and 18th Ave and slopes significantly to the south. The actual grade separation from Remington Court to the existing County buildings is approximately 15 feet and will have significant impact to the location of development on the site. The existing open space sculpture was located at the northern edge of the site to take advantage of the rise of the land. Likewise any future development on site will need to take into consideration the differences in grade.

The grade difference from north to south on the site creates the following considerations:

- Stepped down building massing will occur along 12th Ave
- Potential cost efficient access to structured underground parking garage
- City and Mount Rainier views at higher levels from the site

The northern portion of the site was historically a below grade fenced exercise facility. Though the fences have been removed, there are two areas of particularly steep banks along 14th Ave and adjacent to the ADA parking lot. These step banks make it difficult for pedestrians to cross through the site in the north/south directions. Key considerations are:

- Grading must be considered if circulation is proposed east-west through the site
- General re-sculpting may be necessary for site uses

Landscape

Overall the site perimeter is defined by a system of street trees. The street trees along 12th Avenue are mature London Plane Trees (Sycamores). These trees are shallow rooted and have caused sidewalk buckling over time. The City of Seattle is replacing these trees as an extension of streetscape improvements currently underway along 12th Avenue north of Jefferson. At the northwest corner of the site there is a stand of nine or ten mature evergreen trees. The east side of Remington Court is the only portion of the site that does not contain a formal system of street trees. The sculpture area is heavily vegetated at the corner of 14th Avenue and Remington Court with several Sycamores and Birch trees and large dense Laurel shrubs (see Figure 16). The primary northwest parking lot is vegetated with large, existing deciduous trees with a poorly maintained under story.

Infrastructure and Utilities (on-site)

A site utilities and infrastructure analysis was also conducted to assess the condition of existing site utilities, their general location, and availability for future development. The following are key observations and findings:

- Site is connected to City water, sanitary sewer, stormwater system, and City steam
- Appears to be sufficient water, stormwater, and sewer capacity in the area to support increased density on the site
- Site currently experiences drainage problems during periods of heavy rains, particularly at the south edge of the 'Spirit of Our Youth' open space, in the surface parking lot near the main entry to the Alder Tower, and in the sallyport/loading dock area



Figure 16. "Spirit of Our Youth" sculpture area

1.5 General Opportunities and Constraints

Site and neighborhood opportunities and constraints were considered as part of the master planning process. Analysis included consideration of the site's location and setting, neighborhood character, site history, and site characteristics. Key findings and recommendations with regard to on-site and off-site relationships include:

Site Opportunities

- Close proximity to Downtown Seattle, Broadway, Seattle University, and the Squire Park Neighborhood
- Future redevelopment at the NW corner of the site (existing surface parking lot) can take advantage of city and mountain view potential
- 'Spirit of Our Youth' open space provides a positive site and community need

Site Constraints

- Development will differ from adjacent neighborhood character
- Topography does not drain well
- Topography changes may compromise future east-west pedestrian access through the site
- Current site configuration does not create a sense of strong entry and civic presence / "place of justice" feel for the community
- There is a lack of clear site access from 12th Avenue
- The topography changes and current landscaping at the NE corner of site blocks view lines into the 'Spirit of Our Youth' open space creating safety and visibility challenges

PART 2: THE MASTER PLAN PROCESS

2.1 Public Involvement

The Master Plan process has engaged site managers, Juvenile Court judges, and the community in the development of the Master Plan to ensure their feedback, observations, and concerns were addressed and incorporated in the development of the plan. Ultimately, the Plan for the site reflects a balance between King County's long-term operational and service needs and the community's goals for neighborhood plan implementation.

Community Outreach / Open Houses

The community outreach efforts have included open houses, presentations to the Squire Park community, and community representation on the Steering Committee (see Figure 17). Communication has been facilitated through the creation of an e-mail feedback line, comment forms, questionnaires, and project update newsletters.

Key issues raised by the community include:

- Neighborhood plan implementation is a high priority. A mixed-use, pedestrian friendly development on the existing surface parking lot along 12th Avenue could help to enable realization of neighborhood plan goals and objectives
- Existing surface parking under utilizes valuable land
- County should improve bus service on 12th to reduce single-occupancy vehicle trips and reduce the reliance on auto usage by county employees and visitors to the site.
- New development should improve the interface between the institution and the community
- Development should carefully consider future impacts to traffic and pedestrian circulation to the neighborhood-especially along 14th Avenue
- There is a shortage of usable open space in the neighborhood. The open space on the site is used and highly valued by the community
- Future development on the 14th Avenue portion of the site should be in keeping with the scale or character of the immediately surrounding residential neighborhood east of the site



Figure 17. Presentation at Community Open House

2.2 User Involvement

Regularly scheduled meetings have been held with on-site managers, judges and representatives from Juvenile Courts. Communication has been facilitated through a site user questionnaire, presentations to staff, Steering Committee representation, and meetings and workshops with on-site managers and Superior Court judges (see Figures 18 & 19) to explore their vision for the site and gain input from them regarding past planning efforts. An additional series of meetings with on-site Superior Court judges enabled an understanding of the needs and concerns of the judges, and included participation in a master plan charrette, which is an intensive workshop.



Figure 18. Site Managers and Juvenile Court Judges charrette exercise.

King County staff identified the following key issues:

- New development cannot impact the County's ability to provide essential public services on site.
- The Youth Services Center is not just a detention facility. The Juvenile Court operations play a significant role on site. As a place of justice, future development should convey the civic and governmental nature of the facility.

Superior Court

Early discussions with Superior Court indicated that there was a possible interest in creating a unified family court and consolidating court services on the site. This strategy will affect the future development of the site. To learn more about Superior Court judges and other stakeholders vision for the site the consultants hosted a planning charrette. During the charrette key issues were identified. This group of stakeholders is concerned that housing and the correlating additional parking requirements on the site might affect the provision of KCYSC services.

During Phase Two of this study efforts were made to identify the amount of space used by several components of the court:

- Current space used by the Superior Court on site
- Current space used by Children and Family Justice Center on and off site
- A space proposal outlining the spaces currently used by the county for various court functions

The information gathered up to this point will be given to the Operations Master Plan Steering Committee who will continue to analyze the best use for the site based on space needs and the long term vision for providing services.

2.3 Advisory Steering Committee

A Steering Committee was convened for Phase One of the Master Plan study. It consisted of twelve stakeholders who met regularly to make decisions on the direction of the Master Plan. This diverse group functioned in an advisory capacity to the project team during the Master Plan process. Representation on the Committee included the King County Executive's Office, County Property Services Division, King County Site Users, a representative from each department located on site, a representative from Harborview Medical Center, a Seattle Department of Neighborhoods staff member, Archdiocesan Housing Authority (AHA) representative (workforce housing developer), and two active community members. This committee provided an opportunity for all affected parties to weigh the pros and cons of development of the site. The Steering Committee was not involved in the Phase Two analyses.

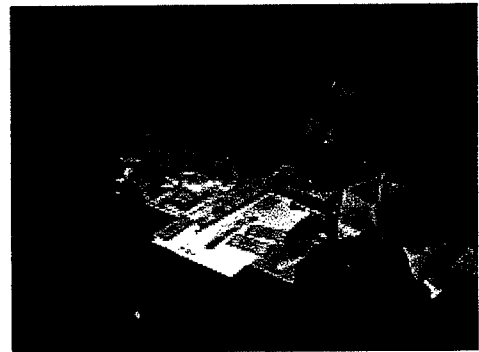
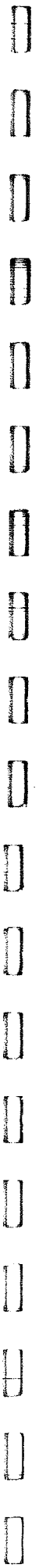
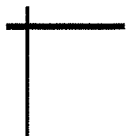


Figure 19. Open House Planning Charrette





PART 3: THE MASTER PLAN FRAMEWORK

Parts three and four represent the work completed during the Phase One of the Master Planning process, which was completed in March 2003. Since the completion of this work, as outlined in the introduction of this document, two critical issues regarding the existing function of the Youth Services Center have surfaced. First, Alder Tower may need to be replaced due to high renovation costs. Second, the Superior Court is creating an Operational Master Plan (OMP) that will address the facilities needs for the court's juvenile, family law and supporting therapeutic courts county wide. This operational master plan will likely impact the King County Youth Services site. However, the work completed for this study will be influential during the master planning process and will provide critical information to key decision makers as they define the role the King County Youth Service Center site has in providing service throughout King County. Priorities identified by the site users and the community for redevelopment of the site will be considered in the OMP process.

3.1 Plan Priorities

Priorities influencing the development of the Master Plan were based on an earlier user and community visioning process, operations requirements, and projections for future provision of services. These priorities reflect the diverse group of site users and community goals for development in the neighborhood (see Figure 20). The primary goal of the Master Plan is to develop a financially viable, phased plan for the future development of the site.

King County recognizes various use demands on the site:

- Existing function as a Youth Services Court and Detention Facility
- Administrative office spaces
- Open space near the "Spirit of Our Youth" sculpture.

Recognizing that there are additional opportunities and desires for use of the site, a key priority is to ensure that these plans do not negatively impact the existing provision of services on the site. The Youth Services Center (YSC) is an essential public facility; therefore, future development of the site cannot preclude facility expansion. As such, the plan reserves land for future YSC space needs.

2003 Project Priorities	
King County	Squire Park Community
Minimize impacts to existing facilities operations and future provisions of services	Preserve the open space and 'Spirit of Our Youth' sculpture
Master Plan recommendations result in financially viable solutions for the County in the near and long term	Ensure development on 12th Avenue is consistent with the '12th Avenue Development Plan' and 'Central Action
Master Plan results in the best use for the site	Ensure future development is compatible with the adjacent neighborhood
Ensure high quality development	Future development should provide an improved interface between the Youth Detention Facility and the community
Identify a location on site for the Harborview replacement housing which meets Harborview's construction timelines (Original Priority which is no longer applicable)	

Figure 20. 2003 Project Priorities

3.2 King County Space Needs

The space needs analysis for this document identifies the ranges of space and footprints that are currently being occupied by King County (see Figure 21). It is important to recognize that this range of sizes is not necessarily a good indication of the amount of space King County needs to occupy since the current space is widely considered to be poorly configured to suit the County's needs. The Operations Master Plan and the potential Facilities Master Plan identify the true space needs.

Phase One of the project identified several preliminary space needs issues through site user meetings and space needs interviews, which are as summarized:

- Space for County staff located in off-site, leased spaces (but who conduct business at the Youth Services Center).
- Flexible space to accommodate the Alternatives to Secure Detention Program. This is a program within juvenile detention which may grow over time given recent industry trends.
- General space needs for additional meetings rooms, storage, cafeteria/on-site dining, drop in child care or children's waiting area, and improved waiting areas for the public.

Physical site improvements identified during in this study include the following:

- Expansion along 12th Avenue, immediately west of the Alder Tower
- Demolition of the Alder Wing and replacement of program square footage on a one for one basis as necessary
- Retention of the Youth Detention Facility
- Staging for the first floor of the Alder Tower to ensure continual detention facility operation
- Potential replacement of the Alder Tower

3.3 Other Considerations

Site Access

There is a sensitivity required with visitors to the site that ideally can be addressed in future planning. Most visitors come to visit detained youth or for court hearings. This is a stressful time for the family. Public spaces should provide a respite from this stress.

Parking

Parking opportunities and constraints are of particular importance as outlined in the site analysis section. Visitor and staff parking is currently in high demand and any new development will need to thoroughly address the parking demand.

Open Space

There is concern that the northeast corner of site current landscaping blocks view lines into the 'Spirit of Our Youth' open space creating safety and visibility challenges. Therefore, redeveloped open space should be designed for security. There

Existing Uses	
Youth Service Center	
Alder Tower	60,500 sq. ft.
Alder Wing	34,500 sq. ft.
Total	94,000 sq. ft.
Open Space	45,500 sq. ft.
Parking	279 stalls
Youth Services Center Expansion (Projected Needs)	
Office	35,700 sq. ft.
Retail	4,500 sq. ft.
Parking	98 stalls provided (net gain of 53 stalls)
Future King County Space (Projected Needs)	
Approx. 34,500 sq ft (assumes one for one replacement of existing square footage in Alder Wing)	
Offices	
Open Space (new)	
Public Plaza	24,000 sq. ft.

Figure 21. Existing and Preliminary Projected Space Needs

PART 4: THE MASTER PLAN ALTERNATIVES

4.1 Four Concepts

Four Master Plan Alternative concepts were developed during Phase One of the planning process to explore development potential for the site. The alternatives were influenced by the project assumptions, priorities, community input, site user feedback, site program requirements, and opportunities and constraints as identified through site analyses. These concepts were used to receive feedback from the county and community. The concepts demonstrate a range of proposed land uses in alternative locations, sizes and configurations (see Figure 22).

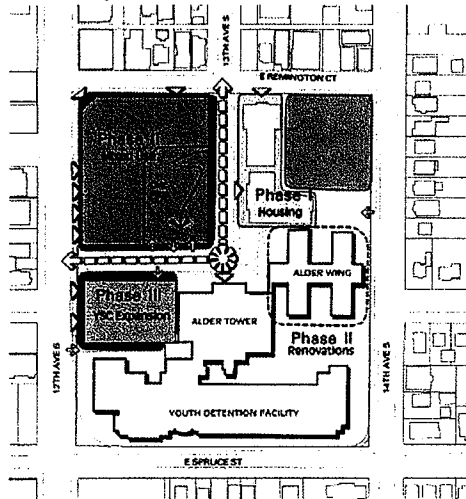
The following elements and variations were taken into consideration while developing the alternatives:

- With / Without Tower
- With / Without Court Expansion
- More site permeability (opening streets)
- Separation of housing from detention space
- Parking (separation for detention parking) – One large logical garage built at once with building foundations for separate buildings.
- Sally Port entrance and access
- Open Space
- Formal entrance to courts (one secure entrance)

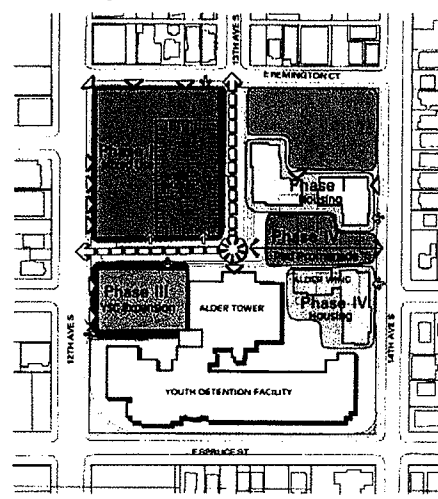
The following matrix summarizes the distribution of parking, residential units, retail, office and open space for each concept.

	Alternatives			
	Concept A	Concept B	Concept C	Concept D
A. Residential Units (including replacement housing)	187	199	139	90
B. Retail Square Footage	54,400	54,400	10,385	49,900
C. Office Square Footage	78,100	71,960	8,300	76,260
D. Parking Totals	533	743	571	586
E. Total Parking Required	458	425	319	389
F. Net New Open Space	22,000	1,000	15,000	20,000
G. Existing County Space to Remain	91,460	60,500	60,500	
H. Existing County Space to be Reconfigured			34,500	95,000
Assumptions				
Parking totals:				
based on 279 pre-development stalls. This excludes 20 stalls north of Alder Wing.				
include 24 new stalls of surface parking in Concept A & 36 new stalls of surface parking in Concepts B, C & D.				
reflect allowance for handicap stalls and oversize stalls.				
Alder Wing replacement will assume one for one replacement of square footage.				

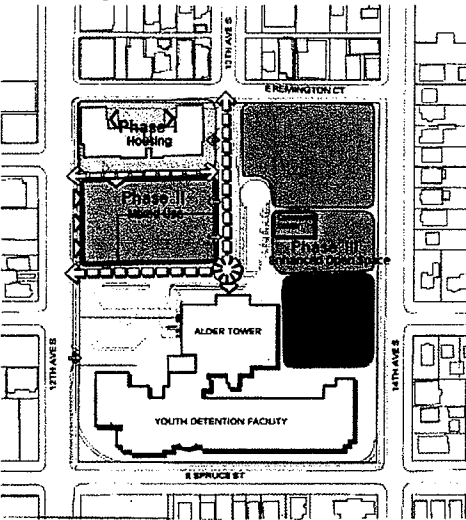
Concept A



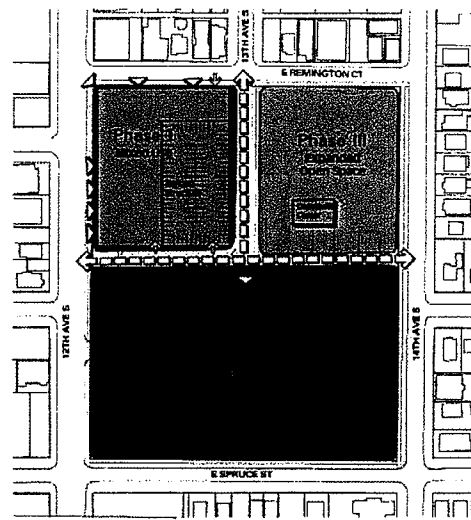
Concept B



Concept C



Concept D













Legend	
	Housing
	Mixed Use
	Open Space
	King County
	Turnaround Improvements
	Primary Vehicular & Pedestrian Circulation
	Secondary Vehicular & Pedestrian Circulation
	Pedestrian Circulation
	Pedestrian Entry
	Vehicular Entry

Figure 22. Site Alternatives

4.2 Goals and Objectives of Development Options

The alternative concepts A-D were presented to the community for comment. Based on community feedback the consultant worked with the Steering Committee to develop goals and objectives (outlined below) that shaped the preferred alternative.

Parking

Goal P1: Offset a potential deficit in parking.

Objective P1-1

Take full advantage of shared parking opportunities (per City of Seattle Land Use Code) as redevelopment occurs on the site. Shared parking is possible between residential/office, residential/retail uses.

Objective P1-2

Sponsor shared vehicles on the site for business related trips taken by employees during typical business hours. For example, ensure fleet vehicles are available to staff or support a 'FlexCar' or similar program. These vehicles would be made available to staff during the day for trips to other County facilities (i.e. if a staff member needed to drive to the Regional Justice Center). This approach could help to reduce the number of single occupancy vehicle trips staff may take to work simply because they need ready access to a vehicle for work related errands.

Objective P1-3

Provide incentives to encourage potential developers of the proposed mixed use and / or other developments to implement trip reduction approaches. For example, provide a combination bus pass/FlexCar for residential units developed as a part of the proposed mixed-use development.

Objective P1-4

Consider charging a nominal rate for visitor parking. This could be contracted out to a parking management company or through a fare payment box.

Objective P1-5

Explore opportunities to reinstate the METRO shuttle service, which used to stop at the KCYSC site. This shuttle service was discontinued due to low ridership and relative higher cost, but could be revisited as development on the site occurs.

Circulation

Goal C1: Create a stronger site identity.

Objective C1-1

Provide clear wayfinding into and out of the site

Goal C2: Provide a stronger connection between the site and the surrounding neighborhood.

Objective C2-1:

Provide logical vehicular access to the site and enhance connections from the pedestrian-oriented 13th Avenue.

Objective C2-2

Provide mid-block pedestrian crossings along internal circulation routes on site between residential, retail, and office buildings to ensure safe pedestrian travel.

Utilities and Infrastructure

Goal U1: Improve the function of existing utility and site drainage system.

Objective U1-1

Conduct a review and analysis of the existing detention system prior to any development on-site. Rerouting of existing utilities should be considered.

Objective U1-2

Solve drainage problems in the northeast quadrant of the site both in the sculpted swales and at the south end of the sculpture. Consider an under drain system.

Objective U1-3

Review the footprint of the Youth Services Center Expansion building (immediately west of the Alder Tower) for conflict with the existing storm and sewer lines which run along the western property. The current gas service conflicts with the proposed location of the building. The meter may need to be reset and the gas line re-routed elsewhere on site.

Goal U2: Meet code requirements for increased stormwater treatment / detention as a result of future development.

Objective U2-1

Analyze the increased stormwater treatment required by the introduction of site / street improvements through the site.

Objective U2-2

Meet the requirements of increased stormwater treatment through an above grade natural system incorporated into the landscaping, or in a below ground vault, or in a combination of treatment methods.

Goal U3: Meet requirements of City of Seattle Roadway Standards for site development.

Objective U3-1

Analyze the need for right-of-way dedication and half-street improvements along Remington Court to meet City of Seattle roadway standards.

4.3 Potential Development Approach

After presenting the alternatives and developing goals and objectives based on feedback from the alternatives the consultant outlined a potential development approach for the site. This approach reflects the priorities noted by the community and the King County stakeholders. However, it is important to note that a targeted Operational Master Plan to evaluate a unified family court model for the Superior Court will take precedence during the future development planning for the site. Completion of the Operations Master Plan is the next step in the KCYSC Master Plan process.

The potential development approach is most similar to Concept D (see figure 23), which reserves the southern portion of the site as a Youth Services Center Justice Center, the northwest corner as a new mixed-use building, and the northeast corner as community open space. The potential development approach strives to balance the diverse and often conflicting needs and objectives of King County on-site departments, off-site departments, and community desires. The potential development approach focuses on site opportunities and constraints, recommended actions, and identifies topics for further analysis. To learn more about the potential development approach please see Executive Summary published in 2003.

Elements of the Potential Development Approach:

- Mixed-Use Development at 12th Avenue/ Remington Court including:
 - Ground floor retail
 - Offices (King County and leased space)
 - Housing
 - Public Plaza
 - Parking
- Essential Public Facilities
 - Existing Youth Services Center
 - Youth Services Center Expansion along 12th Ave.
 - Future King County space (reserved) along 14th Ave.
- Dedicated Open Space / Potential City of Seattle Park
- Site Improvements

KING COUNTY YOUTH SERVICES CENTER

Potential Development Approach

Mixed Use Development with ground floor retail along 12th Ave. stepping down in height along Remington. Uses could include

- King County Offices
- Leased Office Space
- Multi-family residential
- Below grade parking

Potential above grade Civic Plaza/ Public Open Space

Enhanced Civic Gateway to entry of YSC Facility.

Youth Services Center new building to potentially support the Unified Family Court Concept

Existing Youth Services Center buildings to remain

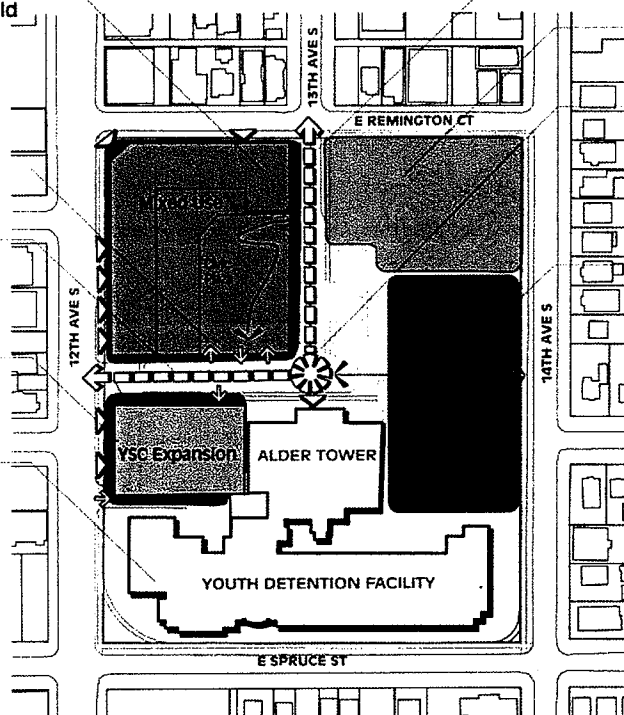
Note:
This is a conceptual drawing intended for planning purposes only. These drawings may be modified based on future direction from King County. The plan shows full buildout of the site.

Improved Pedestrian Connection to 13th Ave. S./ landscape treatments.

Preserved and enhanced Open Space with 'Spirit of Our Youth' sculpture

Main entry treatments access, turnaround, landscape

Long term - demolish Alder Wing. Replace program square footage on one for one basis as necessary.



Legend

- Turnaround Improvements
- Primary Vehicular & Pedestrian Circulation
- Secondary Vehicular & Pedestrian Circulation
- Pedestrian Entry
- Vehicular Entry
- Mixed Use
- Open Space
- King County

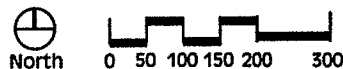
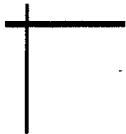


Figure 23. The Potential Development Approach





PART 5: MARKET ANALYSIS

Adopted planning policies reflect the desire of the community to transition 12th Avenue to a pedestrian friendly urban village. The visioning process for future development on the site resulted in the discussion of a potential mixed use development with street level commercial/retail on the portion of the site that faces 12th Ave. Therefore it is important to understand the market demand for retail, office and housing in the neighborhood. An in-depth analysis of the apartment market was completed in March of 2005. The executive summary of that analysis is included below and the full report is available upon request. Initial informal inquiries were made regarding the retail and offices markets and are outlined below.

5.1 Apartment Market Analysis *

Market Rate Apartments

According to Dupre+Scott, the Puget Sound apartment vacancy rate has remained about 7% for three years and rents are down 2.5% since their peak.

In Central King County, which includes the subject area, market vacancy rates have ranged from a high of 8% in April 2003 to a low of just over 5% in September 2004.

The average number of new units added to the market per year over the past five years in Central King County is 915. The average number of apartments that were converted to condominiums in Central King County per year since 2000 is 100. This gives Central King County a net average of 815 new apartment units added to the rental pool per year since 2000.

Within the next few years, several factors will reduce apartment vacancies even more:

- With fewer condominiums being built in King County and Seattle because of insurance and litigation issues, there are more apartment conversions in the works. It is fully expected that the number in Central King County will increase from an average of 100 per year to at least 200 per year over the next three to five years.
- Interest rates will be going up sometime during the next three to five years. When that happens, many people



Figures 24. Market Rate Housing at Jefferson & 11th Avenue "The Jeffrey".

who can now afford to buy a home or condominium will no longer qualify to buy.

- Land prices and insurance rates have risen so high that a new 400- square foot studio condominium in Central Seattle now starts selling at a low of \$160,000, and a 600-square foot one-bedroom unit starts selling at a low of \$240,000. These prices are keeping many people from buying, even with low interest rates.
- In 2006 when the new condominiums come out of the ground it is expected they will cost at least 10% more than they do today.
- Demographics are changing; with more singles than ever before in the U.S. Census history, there is more demand for studios and one-bedroom units.
- The Generation Y population, who are 21 to 28 years old, have totally different standards when it comes to living spaces. In the past, people this age would share an apartment if necessary. The young people of today are used to having their own space and would rather go home and live with their parents until they can afford their own space, even if it is small. They also want new, not old.
- In the Puget Sound area there has been little job growth over the past five years. That is now starting to change, with more jobs being added daily. Economists predict the job growth to be strong over the next three to four years.
- There has been a slow down of apartment construction over the past five years because of an overbuilt situation in the Puget Sound region. That is now changing as vacancies decline. However, in order to produce the number of apartments needed to supply the future demand, it may take a few years to get these units through the system.

Location is still the rule of thumb for real estate, and the subject site definitely has a good location (see Figure 24). Within walking distance of several major medical facilities and close to transit, the freeways, the airport, local neighborhood shopping, major regional shopping, colleges, entertainment and recreation, this site has an ideal location.

Within a one-mile radius of the subject site, it is projected that there will be a demand for 1,310 new housing units by 2009 and

4,278 within the next five years for the one mile radius and 856 for the three mile radius. Within the whole 390 MLS area (I-5 to Lake Washington and I-90 to 520) there are only 2,269 units in the permitting process. This will create a shortage of both apartments and condominiums over the next five years.

There are no studios and very few one-bedroom units available in the area. Typical units in apartment developments in the area are one-and two bedroom units with market rents in the \$1.15 to \$2.02 per square foot range. There is a shortage of smaller, newer, more affordable studios and one-bedroom units in the area as well as a demand for larger three-and four-bedroom units. The largest, most expensive two-bedroom units have the most vacancies. Tenants in the area are primarily students, single professionals and young couples without children.

The following product recommendations take into account the competition, location, demographics and MOSAIC analysis, tenant profiles and projected absorption rates.

The following table summarizes the product type, product mix, projected tenant/buyer profile, beginning rent range, unit size, and absorption potential.

The projected lease-up time for these apartments is approximately 10 months, depending on the skill level of the rental agents and the appeal of the models.

*Real Vision Research report, March 2005.

Unit Mix	Apartment Type	Unit	Sample Market Source (Washington)	Sq. Ft.	2005 Beginning Rent Range Market Rate	2005 Beginning Rent per Sq. Ft. Range	Tenant Profile
30%	Stacket Flat	Studio	\$75.00	500	\$700-\$900	\$1.40-\$1.80	Young Singles
30%	Stacket Flat	1/1+ computer niche	\$75.00	675	\$900-\$1,100	\$1.33-\$1.63	Young Singles
20%	Stacket Flat	1/1 + den alcove	\$75.00	850	\$1,100-\$1,300	\$1.29-\$1.53	Young Singles
10%	Stacket Flat	2/1	\$75.00	975	\$1,300-\$1,500	\$1.33-\$1.54	Couples No Kids
5%	TH	3/2.5	\$75.00	1,300	\$1,700-\$1,900	\$1.30-\$1.46	Couples with Kids
5%	TH	4/2.5	\$75.00	1,300	\$1,900-2,200	\$1.26-\$1.46	Roommates



Figure 25. New affordable housing units in South Lake Union.

Alternatives to Market Rate Apartments

The possibility of including affordable (see Figure 25) or workforce housing as part of the apartment mix was discussed during the community outreach process. It was not determined whether or not this alternative will be pursued. However, a brief scan of existing developer incentives in the field of affordable housing yielded the following information.

Developer Incentives

The city of Seattle has a multifamily property tax exemption program to “encourage the development of multifamily opportunities within the City.” The city identifies 17 residential target areas where tax exemption benefits may be applied to qualified projects. The Youth Services Center Site is not fully located in a target area although the southeast corner of the site straddles the boundary of the 23 & Union/Jackson target area. In order to qualify for the tax exemption program the following affordability criteria must be met:

- A minimum of 20% of the units rented to households with income, including utilities, at or below 60% of median, at rents determined to be affordable to such households
- A minimum of 25% of the units rented to households with income, including utilities, at or below 65% of median, at rents determined to be affordable to such households
- A minimum of 30% of the units rented to households with income, including utilities, at or below 70% of median, at rents determined to be affordable to such households

It is also important to note that eligibility requires that a minimum of 50% of the gross floor area be residential use.

The state of Washington also offers a low income housing tax credit program, which can reduce tax liability to property owners and investors who agree to provide low-income housing for up to 40 years. The minimum requirements for affordability must be met:

- 20% of the units must be offered at 50% of local area median income
- 40% of the units must be offered at 60% of local area median income

New units in area – Affordable and Market

Affordable

HomeSight, a nonprofit agency who provides affordable housing choices to citizens below the area median income, purchased from the City the site at the northwest corner of 13th Avenue and Columbia Street. The agency is slated to build 19 condominiums, ranging in size from studios to three bedroom units. Prices will range from \$150,000 to \$350,000. Construction is expected to start in February 2006.

Market

Seattle University has a project slated for development between 12th, 13th, Cherry and James Court. The project will provide retail space on most of the ground floor and with undergraduate student housing on a small portion of the ground floor and in the upper levels.

A new seven-story mixed-use development located at 1408 Union is in the final design review stages with the city. The building is projected to have 117 residential units primarily for sale and four ground floor retail spaces for lease.

5.2 Retail and Office Market Analysis

Retail

The retail/commercial market analysis was very broad and general. An email survey was distributed to community leaders to gather opinions about existing commercial developments and desired development in the neighborhood, and existing commercial/retail in the area was identified.

Community Leader Survey

An email survey was distributed in the spring of 2005 to a small number of community members. Recipients of the survey were located strategically in the neighborhood and own businesses or are community leaders. The purpose of this qualitative survey was to begin to uncover what types of retail/commercial uses the community desires and to identify developers/projects that the recipients believe should be contacted/evaluated.

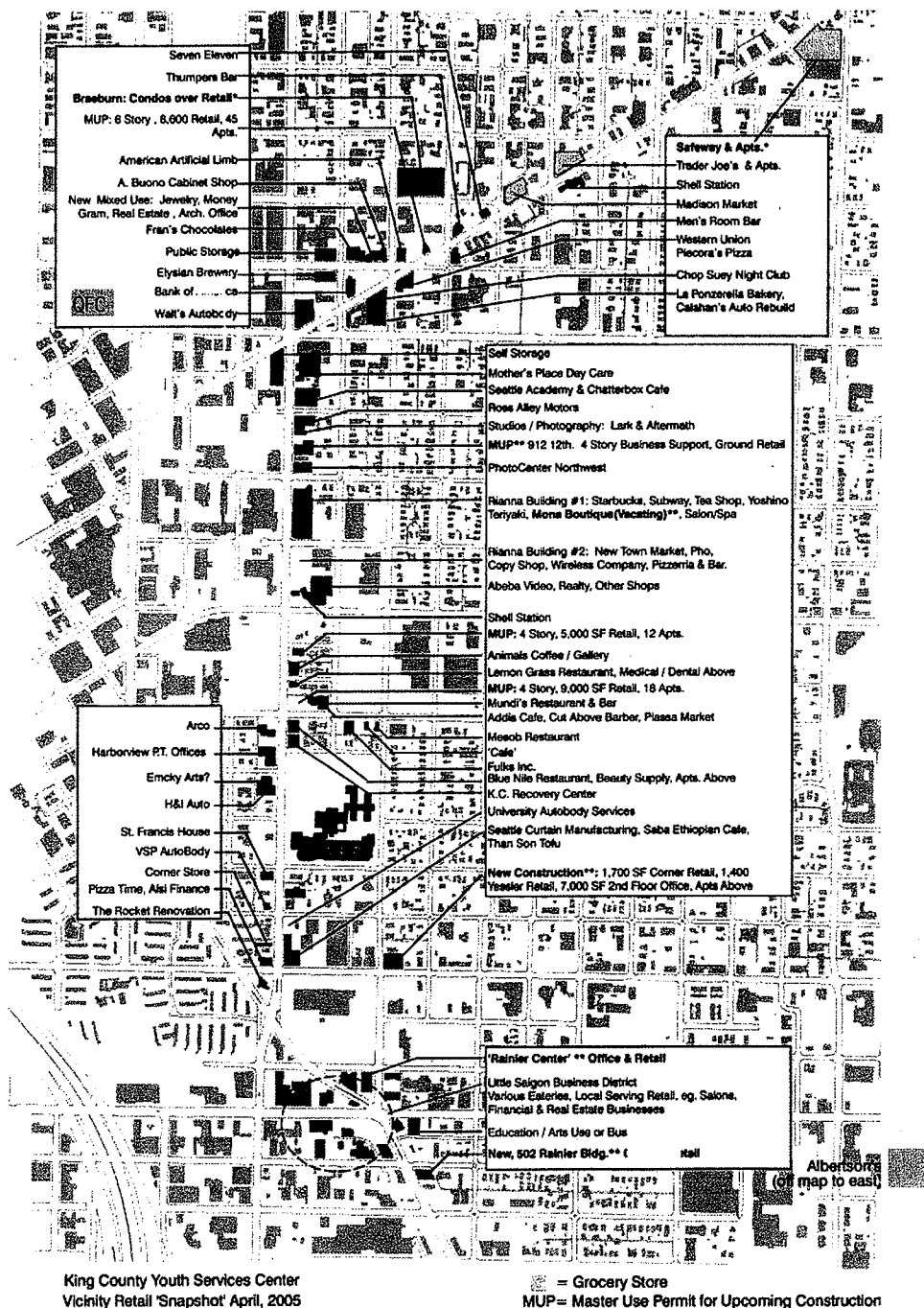
Out of the 12 surveys mailed there were 7 responses. In general the respondents were interested in seeing new eating/drinking/dining establishments that are locally owned as opposed to chain stores. Community members are very interested in new development that will help build a unique neighborhood that is a destination and is pedestrian friendly. Several mentioned that the neighborhood is a link between the Central Area, International District and Capitol Hill and want to see new development reflect this unique intersection of different types of neighborhoods.

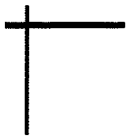
Existing Retail Snapshot

As a means of understanding the existing mix of retail/commercial development in the neighborhood and surrounding area the consultant surveyed the area to identify existing businesses (see Figure 26). Due to community interest in obtaining a neighborhood grocery store a quick scan of existing grocery stores in the vicinity of the site are also identified on the retail snapshot map.

Office

In addition to the preliminary retail market analysis informal research was conducted to identify office rental rates in the area. King County leasing records for general county lease rates in the Pioneer Square, Downtown, and First Hill neighborhoods of Seattle are in the range of \$17 to \$26 per square foot per year depending on the age and quality of the building. Several developers in the Central Area were also contacted for lease rates for new or relatively new, class B office space. Lease rates ranged from \$19.20 to a high of \$24.00 per square foot, triple net.







PART 6: CAPACITY ANALYSIS

The site capacity analysis established the approximate boundaries within which subsequent physical planning may take place. The Superior Court of King County is evaluating the development of a unified family court system as part of a targeted Operational Master Plan (OMP). The site capacity analysis herewith provides critical information to the Youth Services Site Master Plan, Phase Two, as well as provides useful information to the OMP process.

6.1 Development Parameters

The first step required in the site capacity analysis is documenting the zoning requirements of the site. As outlined earlier (section 1.3) the eastern portion of the site is zoned L-3 and the northwest portion of the site is zoned NC3-65. This analysis assumes that the southeast quadrant of the site will be rezoned NC3-65 in the near future to support the development of a more pedestrian-oriented 12th Avenue corridor. Therefore, according to the zoning code, development on the eastern side of the site cannot be higher than 30 feet (approximately 3 stories), while the western side of the site can be as high as 65 feet (approximately 5/6 stories). Additionally, there are a required number of parking spaces required per square foot of development and a portion of the site must be dedicated to open space.

Historically (1905) the site consisted of eight small blocks of single family residential and one large block of residential. The King County acquisition of these blocks over time has created one large site consisting of 373,896 square feet, which creates a large capacity for development.

Basic Assumptions

Although defining the development of the site at this time is not feasible due to the pending Operational Master Plan a set of assumptions were developed in order to frame the potential development options. Development scenarios include the following assumptions:

- Alder Tower can be demolished and replaced
- Alder Wing can be demolished and may be replaced
- The Detention Facility will be retained
- Access to the Sally Port and related functions will be retained
- Parking will be developed on one level, coordinated under all new construction, located below grade along 12th Avenue and at grade along 14th Avenue
- Parking requirements will follow code for the various types of uses
- Parking counts will use simplified 60' x 60' bay layouts at this time
- Open space will be provided as per code

6.2 Development Options

Maximum Development

Based on the development parameters, the size of the site, and the basic assumptions, the site can hold approximately 555,000 square feet of development, including office and/or housing, retail, the Youth Services Center courts, and related offices (see Figure 27). However, developing the site at the full capacity of the zoning envelope is not practical or desirable because a measured development which balances open space with buildings, parking and community is a much more user friendly, safer, healthier and sustainable environment. That said, the maximum level of development requires between 615 and 620 parking spaces. Coincidentally, the number of spaces the site can hold is between 610 and 620 spaces (on one level). Therefore, at full capacity the number of parking spaces required coincides with the number of spaces that can be developed on the site. It is important to note that even if the site were developed at maximum capacity traffic impacts are not significant enough to cause a reduction in the Level of Service (LOS) on adjacent streets and at nearby intersections.

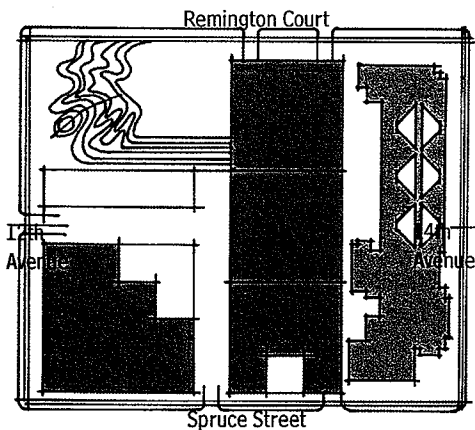


Figure 27. Maximum Development Option.

Minimum Development

Minimum development on the site assumes that functions currently housed in Alder Tower and Alder Wing could move to a new five story office building immediately to the west of the present tower. The capacity (137,770 square feet) of the office space in the new building is considerably above the existing (94,000 square feet) capacity in the tower and wing combined and therefore allows for expansion or new uses. The number of parking spaces required for this size development is 138 and can be accommodated on the surface behind the new building or below grade. No other development is considered in this scenario (see Figure 28).

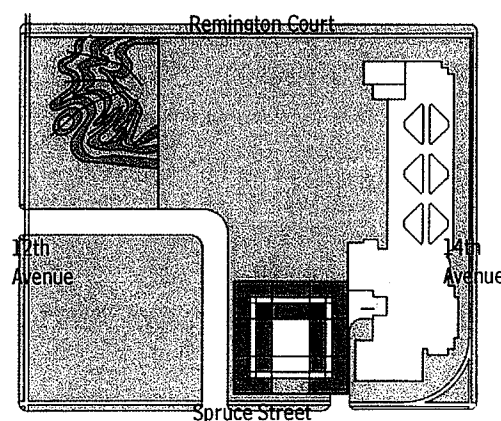


Figure 28. Minimum Development Option.

Alternative Development Options

There is a wide variety of development configurations possible on the site that could include YSC functions, office, retail, housing, and open space. Due to the planning process underway for the Operational Master Plan, the needs of King County for this site have yet to be solidified. However, the County is aware that the community is very interested in seeing a mixed-use development on the site at the corner of 12th and Remington. Therefore, a variety of configurations were studied for the northwest portion of the site. Each development builds out to the street along 12th Avenue, as desired by the 12th Avenue plan. The scenarios assume retail at the ground floor with various combinations of office and housing above. Depending on the mix of uses the building capacity averages 260,000 square feet and requires an average of 350 parking stalls. The diagram below represents only one possibility and does not represent any final recommendation.

In order to understand the scale of development that is feasible on the northwest portion of the site, included in the next section (6.4) are three examples of local developments that reflect the scale permitted on the King County site (See Figure 29).

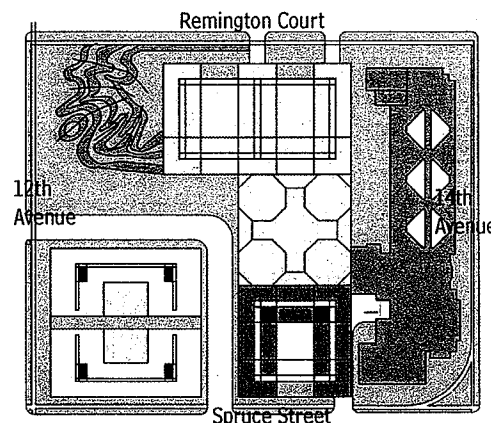


Figure 29. One Alternative Development Option.

6.3 Conclusion

As stated earlier the site is quite large at almost 10 acres and has a high capacity for development. One new five story building could accommodate all the current functions now currently housed in Alder Tower and Alder Wing. The northwest portion of the site could accommodate a variety of configurations including housing, office space and retail. There are a number of solutions for development on the site that potentially can accommodate neighborhood desires and the Superior Court needs. The work undertaken by the community and administration up to this point provides a solid baseline of information that can be utilized during the Operational Master Planning process and beyond.

Next Steps

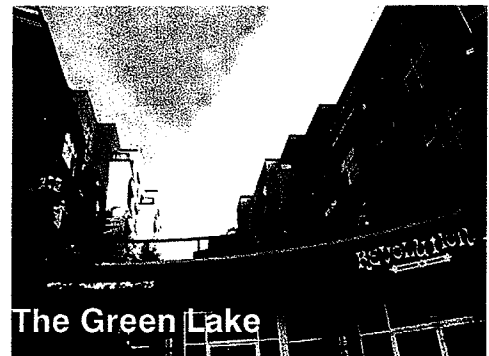
This report will be provided to the Operational Master Planning steering committee for use during their planning process. Once that process is complete, a new Physical Master Plan and subsequent development phasing strategy may commence.

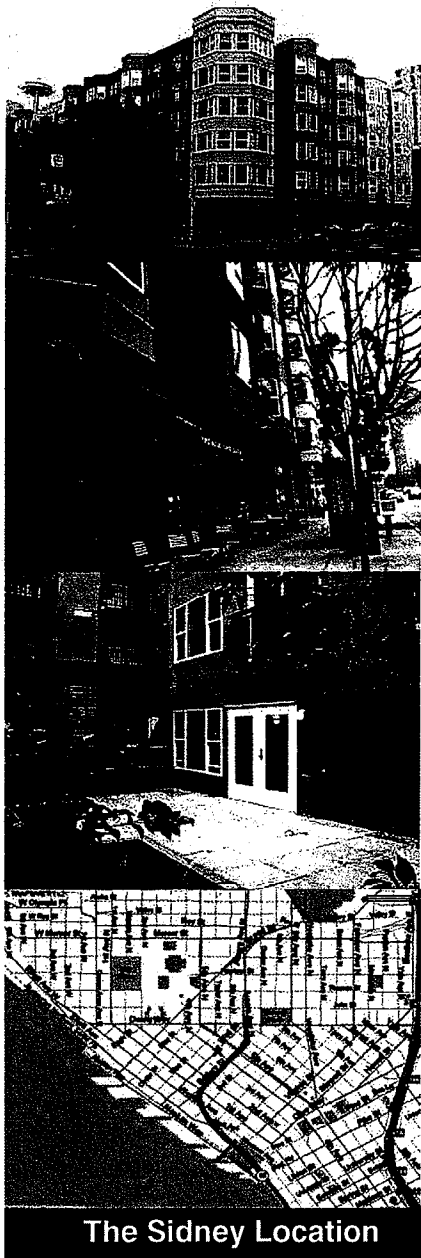
6.4 Mixed-Use Comparables

As a means of illustrating a few different ways a mixed-use development might look, three examples are outlined in the next few pages. These buildings were chosen as comparables because they are most similar in size and scale to the types of development which are allowed in a neighborhood commercial zone.

The Sidney is a six story development with retail/commercial on the ground floor with apartment above. The Green Lake has commercial/retail on the ground floor with five stories of condominiums above. An example of a development with retail/commercial on the ground floor and office above is located at 307 Westlake.

The buildings are only examples and not prescriptive in any way.





The Sidney

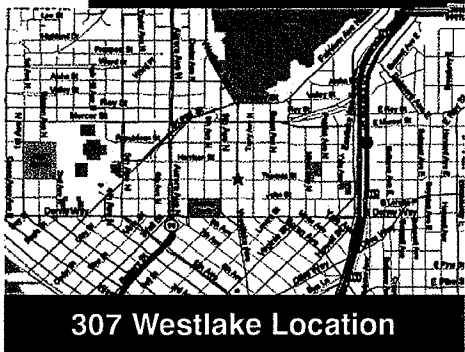
Property:	The Sidney
Location:	400 Wall @ 4th Avenue
Neighborhood:	Belltown
Zoning:	DMR/C 240/125 (Downtown Mixed Residential/Commercial)
Development Type:	Mixed use —, retail on ground floor, multifamily apartments above
Stories:	Six
Block Coverage:	° city block (two ~ lots combined)
Lot Size=	25,440 square feet (12,720+12,720)
Building Design:	C-shaped development with raised courtyard on the second story in the center facing alley
Ground Floor Uses:	Uptown Espresso, unleased retail spaces, entry to building
Parking:	Ground/Underground parking accessed by alley
Surrounding Uses:	Property line abuts alley to the east. Fountain Court apartments are to the south. High-rise apartments with ground floor retail sit to the west. An older, three-story apartment building is on the north side.
Apartment Details	
Units:	128
Type:	Studio, One and Two bedrooms
Size:	555-1099 square feet
Rent:	\$995-\$2555 (\$1.60 per square foot)
Amenities:	Workout room, whirlpool

The Green Lake

Property:	The Green Lake
Location:	71 st and Woodlawn Ave.
Neighborhood:	Green Lake
Zoning:	NC2-65 (Neighborhood Commercial)
Development Type:	Mixed use —, retail on ground floor, condominiums above
Stories:	Six — story five steps back from four, and six steps back from five
Block Coverage:	There has not been an update on Seattle Property finder for the new development, however it appears that approximately 2/3 of a city block are covered by the new development
Lot Size=	Based on the 2/3 assessment above and by adding lots square footage together prior to redevelopment, the lot size is approximately, 44,440 square feet
Building Design :	Stepped back development with c-shaped courtyard on the street level which remains open above the retail on the second floor providing courtyard for condo owners
Ground Floor Uses:	Retail fronting development on Woodlawn primarily sports oriented, including a running store and women's sport clothing store. Retail on 70 th more neighborhood oriented, including a dry cleaner, tanning salon and Quinzos Subs
Parking:	Underground parking accessed by key card on 70 th .
Surrounding Uses:	New construction occurring on east portion of site (possibly expansion expanded condos). Greg's Cycle Shop to the west. Key Bank with surface parking lot to the south. Retail on both NW and NE lots.



The Green Lake Location



307 Westlake Location

307 Westlake

Property:	Seattle BioMedical Research Institute
Location:	307 Westlake Ave @ Thomas
Neighborhood:	South Lake Union
Zoning:	SM-85 (Seattle Mixed)
Development Type:	Mixed use, retail on ground floor, research/office facility above - 112,000 square feet combined
Stories:	Five
Block Coverage:	Slightly more than ~ of a city block
Lot Size=	25,920 square feet
Building Design:	Traditionally shaped rectangular building constructed with brick, glass, and steel
Ground Floor Uses:	Entry to SBRI. Retail on Westlake front, includes Evergreen Bank, Busy Body Home Fitness, and a BBQ cafe
Parking:	Underground parking accessed through alley behind building
Surrounding Uses:	Primarily 2/3 story, older buildings with low-end retail on the ground floor (some is vacant)



PART 7: NEXT STEPS

The Youth Services Site Master Plan outlines development opportunities for the 5 square blocks encompassing the King County Youth Services Center. Based on the analysis herewith, the site can accommodate a sophisticated vision for institutional and neighborhood development including:

- Enhanced facilities for Superior Court
- A new mixed-use facility servicing business and community needs
- Open space
- Parking
- Long Term Growth Potential

This plan provides a foundation for future work. Further analyses and work will continue during 2006 as the County proceeds with the following work items;

New Mixed Use Facility Development

The Facilities Management Division will continue to time-test the marketplace for development of a mixed-use facility. Final decisions on the long range plans for the institution will facilitate decisions on the type of mixed-use facility that could be supported on the campus. Other variables, such as parking location and financing options will continue to be explored.

Institutional Long Range Capital Improvement Plan

The King County Facilities Management Division will develop a long-range capital improvement plan to address the major maintenance issues. That plan will consider a life-cycle cost analysis of the current facility and options for repair or replacement. In support of this work the process to change the existing zoning will begin. Beyond the immediate facility needs the Superior Court Master Plan, once complete, will inform further institutional development on the site

Superior Court - Targeted Operational Master Plan

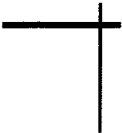
The King County Superior Court has begun a master planning effort to develop a strategic operational plan around the vision of a unified family court. The 2005 King County adopted annual budget, ordinance 15083, sections 14 and 28, directs the Superior Court and the Office of Management and Budget to review the operations and potential facilities needs for the Court's juvenile, family law and supporting therapeutic courts.

This process will evaluate alternatives for the delivery of justice services to children and families in King County. The plan will examine existing programs, services, staffing levels, work flow processes, use of technology, and partnerships between the Court and other agencies. It will consider how best to deliver an array of services to children and families given the evolving community needs and demographics. Ultimately, the plan will make recommendation on a future direction for the delivery of justice services to children and families in King County. This process will extend through May 2006 and encompass the following milestone tasks:

- Assess current baseline activities and existing facilities
- Stakeholder feedback process
- Develop projected caseload and demographics
- Identify potential operational and facility needs
- Complete operational analysis
- Develop options based on current business processes, stakeholder feedback and potential improvements
- Select and recommend options
- Make recommendations to the Executive and the King County Council.

Ongoing Stakeholder Involvement

This report will be shared with the King County Superior Courts and King County Council, as well as the Squire Park neighborhood. It will be used to inform the ongoing operational master planning effort. Continued stakeholder involvement which includes the King County Council; King County Departments; King County Superior Courts, neighborhood representatives and City of Seattle Officials will continue through the Superior Court Master planning process and the Facilities Management Division CIP planning process.



The consultant would like to thank members of the Squire Park Community, the Superior Court judges and staff, the King County Executive staffs, and King County Council members and staff for their participation and insight into this report.

